

## **Historic, Archive Document**

Do not assume content reflects current scientific knowledge, policies, or practices.



Reserve

aQH76

.5

.W45

AD-33 Bookplate  
(1-55)

NATIONAL

A  
G  
R  
I  
C  
U  
L  
T  
U  
R  
A  
L



LIBRARY

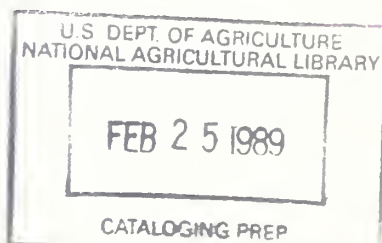
Staff Paper  
Regional Forester's Staff Meeting  
April 28, 1969

RETENTION COPY

Provided by SOUTHFORNET  
NOTICE: This material may be  
protected by copyright law  
(Title 17, U.S. Code)..

"SOMETHING OTHER THAN WILDERNESS"

E. J. Wenner, Jr.  
Recreation Planner  
Southern Region  
Atlanta, Georgia



AD-83 Bookplate  
(1-48)

**NATIONAL**

**A  
G  
R  
I  
C  
U  
L  
T  
U  
R  
A  
L**



**LIBRARY**

## SOMETHING OTHER THAN WILDERNESS

Introduction

Taken literally, I suppose this topic encompasses anything and everything that is not wilderness! -- a campground, hiking trail, town or city.

We know from our reading, however, that the topic is restricted to a National Forest environment, and it deals somehow with satisfying certain basic needs of National Forest visitors which cannot -- or have not -- been met in either Wildernesses or campgrounds.

To discuss this "something other...", we must know about Wilderness. The word, used as a noun, is applied to certain Federal lands "... where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain." Key words to define this kind of land are undeveloped, primeval character, preserve natural conditions, affected primarily by the forces of nature, outstanding opportunities for solitude.

Wilderness, used as an adjective, is a resource -- the wilderness resource. Its characteristics include opportunities for solitude, and evidence of man's work substantially unnoticeable. It is a resource separate and distinct from the five resources named in the Multiple Use Act of 1960. In addition to wilderness, other resources include but are not limited to soil, air and minerals.

Wilderness is very similar to other National Forest resources in many ways. At one time, it was present on every acre of land now included in the National Forests, and for that matter throughout all of North America and the world. IT IS STILL FOUND IN MANY PLACES OUTSIDE OF DESIGNATED WILDERNESSES.

THE WILDERNESS RESOURCE IS NOT SYNONYMOUS WITH THE RECREATION RESOURCE. It might be compared to the water resource, as water relates to recreation. Water is used by recreationists to swim in, fish in, boat on, and look at -- but it is also used for wildlife, livestock, irrigation, power generation, etc. Its primary value cannot, therefore, be considered to be recreation.

Wilderness, likewise, is used by recreationists to hike in, fish in, canoe through, camp in, etc. It also has major value for scientific, educational, and historical purposes, and for vicarious inspiration and enjoyment to millions who will never see it.

But forget the land and the resource called wilderness for a few minutes. Otherwise, we will overemphasize pre-conceived ideas which we probably already have. Otherwise, we'll be resource oriented!





The real topic is: Some combination of resources to satisfy certain unique needs of people. The needs to camp? to hike? fish? No. We must be more basic than this.

### People are Involved

Understanding the resource and good administration of that resource is only a part of our job. The full job includes AN UNDERSTANDING OF THE INDIVIDUAL AND HIS UNCONSCIOUS CRAVINGS, HIS NEEDS. We must be responsive to them as well as have the skills to satisfy them.

Recreation. What is it?

- refreshment of strength and spirit after toil.
- an outlet for excess energy.
- a way of escaping the difficulties of life.
- knocking yourself out on your own time!

We foresters tend to think of recreation as being ACTIVITIES. Camping, viewing scenery, fishing, hiking are recreation. Our traditional response to this concept is to PROVIDE SUFFICIENT PLACES WITH SUFFICIENT CAPACITY FOR SUCH ACTIVITIES.

And isn't that the topic for today? You're sitting here waiting for me to argue the pros and cons of another kind of designation for some of our National Forest lands. I cannot do this yet until you are aware that the activity-oriented definition of recreation is not complete. Such a definition really does not enable us to grasp or to understand the needs and wants of people as they relate to outdoor recreation.

Similarly, so many of our activity-oriented recreation plans are dust-collectors simply because they relied upon skills, crafts or administrative devices without understanding of the motivation and cravings that recreation can and should provide.

RECREATION DOES NOT CONSIST OF WHAT ONE DOES. RATHER, IT IS THE MOTIVE, THE ATTITUDE, THE VALUE OF ENGAGING IN A GIVEN ACTIVITY, THAT IS RECREATIONALLY SIGNIFICANT.

The activity definition of recreation (e.g., camping is recreation) has deceived us into believing that recreation in a forest environment is something different from just plain recreation occurring in a museum, ball park, city park, ... or pool hall. This difference is not real. Recreation does not change color or character because it takes place indoors instead of out-of-doors or on a National Forest instead of in a city park.



ONLY WHEN WE SEE RECREATION AS BEING THE RESPONSES OF PEOPLE TO SOME FUNDAMENTAL NEEDS WITHIN THEM DO WE DISCOVER THAT THERE IS NO FUNDAMENTAL DIFFERENCE.

Only the DEGREES of opportunities available at the different kinds of places differ.

S. R. Slavson, a psychologist, says that recreation EXPRESSES SUBCONSCIOUS DRIVES, and that whatever the choice of recreation each individual seeks to satisfy, the choice is made from the various possibilities offered which meet his particular requirement.

ACTIVITIES, then, are nothing more than the MEDIA through which individuals satisfy these needs. The preference and choice of these activities are to a very large extent conditioned by the background and the environment of the individual.

With these thoughts in mind, let's redefine recreation:

RECREATION IS THE RESPONSE, OR MODES OF RESPONSE, OF PEOPLE TO CERTAIN FUNDAMENTAL OR PRIMARY NEEDS WITHIN THEM.

Needs? Food and shelter are needs and when we have them, what else matters? Well, it takes work to get them (unless you have a rich uncle). Recreation is a diversion or counter-balance for work. There are other less primary needs of man, and if we can accept some of these as being satisfied through recreation, as needs for food and shelter are satisfied through work, then such understanding will contribute to extending our recreation horizons; then we can fully analyze our resources for the benefit of man, rather than the benefit of the resource.

### Basic Needs

Six psychological needs of people seem to most easily relate to outdoor recreation and the activities we normally associate with our resource. (There are more, of course). These six are the need--

--to socialize.	--for self-fulfillment.
--for isolation.	--for recognition.
--for complementary experiences.	--for beauty appreciation.

The need to socialize: We've all seen how sharing of the same interest and being in communication with one another give impetus to a pursuit, adds interest, and raises its value. We go hunting with a friend, hiking with the club, and strike up a conversation with the next-door



camper. As our society becomes more and more complex, there apparently is less opportunity to satisfy social cravings in work or daily routines. Recreation provides such an opportunity.

The need for isolation: Contrasting with the need to socialize is the need for isolation or solitude. One apparently has a basic need to develop his inner resources so as to be able to live with himself part of the time.

The need for complementary experiences: Complementary experiences are those which complement or make complete the life of the individual. Thus, the person whose work and daily routine is monotonous may seek out leisure-time diversions that complement the daily occupation in which he may be engaged. The doctor or lawyer for his recreation may seek out opportunities for active participation and physical exertion. The laborer may recreate passively by watching others in active pursuits.

The need for self-fulfillment: All people have a need within themselves to try to better understand the earth on which they live, the people who were there before them, their ancestors, their culture, history, and heritage, where they came from, and where they are going. Each attempts in his own way to seek out the answers to these questions within himself. Recreation experiences associated with the responses to this particular basic need may make lasting impressions on the individual. Meaningful experiences touch deeply. Self-fulfillment is a major effort of our Visitor Information Service Program.

The need for recognition: Outdoor recreation can satisfy it. This is man's need to be accepted by his fellow man. And he will be a "man among men" by hunting, fishing, mountain climbing, or wilderness travel. Responses to this basic need include demonstrating and showing off his skills, and explaining one's camping experiences to non-camping neighbors.

The need for beauty appreciation: The writer George Butler stated, "man seeks not only to create beauty but to experience it in its various forms." The lure of travel and the drawing power of the National Parks and Forests are due in great measure to opportunities they afford for seeing and enjoying places of unusual beauty.

Six needs: to socialize; for isolation; for complementary experiences; for self-fulfillment; for recognition; for beauty appreciation. So what?

So ALL PEOPLE HAVE THESE BASIC NEEDS IN COMMON. We differ only with respect to degree. Just as our living and work environments, our family and educational backgrounds differ, so also do we differ in the magnitude of our needs. Whatever the choice of recreation, each seeks





to satisfy his inner needs. He chooses the very best possibilities offered from those meeting his particular requirements.

### Recreation Experience Levels

With this background, it is easier to understand the FSM 2300 section which now describes a range of recreation experience levels from:

Primitive - recreation opportunities to satisfy basic needs to the maximum degree. A maximum degree of outdoor skills required. Unmodified natural environment and an absence of man-made developments and comfort or convenience facilities dominates. Feelings of adventure, challenge, and physical achievement, in the absence of obvious controls, important to the user.

to: 5 - recreation opportunities to satisfy basic needs to a modest degree. Skills required for outdoor activities are minimal. Natural environment is important but dominated by man-made modifications. Feeling of security is very important to the user. Learning or beginning skills suffice when supplemented by administrative controls.

Note the lack of reference to facilities or kinds of land. Instead, the levels of experience are described in terms of the degree of intensity of opportunity that is provided to satisfy basic needs of people.

For example, the opportunity to catch an unnamed trout in an unnamed stream -- testing skills to tie a trout fly with materials at hand and reaching the stream through physical achievement -- while viewing country of maximum beauty and solitude would be the apex or apogee of the experience-level scale of fishing. For the person with the skills and background of experience to carry off such an adventure, the experience would be both satisfying and self-rewarding. The opportunity would be classed as "Primitive" since a MAXIMUM opportunity for isolation, self-fulfillment, recognition, compensation, etc., are available.

However, the experience would be no less satisfying and self-rewarding than a beginning or level 5 fishing experience "put and take" at a man-made trout pond for a beginning fisherman with minimal fishing skills.





Obviously the number of persons with the skills, background and need for the absolute experience are minimal -- but they are accommodated in designated Wildernesses. The level 3, 4, and 5 opportunity is far more in demand -- and it too is provided at our hundreds of developed sites.

But what about opportunity for level 1 and 2 where the natural environment is modified very little, where facilities are minimal or few, where there is feeling of physical achievement at reaching opportunities without mechanized access, or at least with challenging mechanized access?

### A People-Oriented Outlook

The reason I have emphasized so strongly the real psychological needs of people and the experience levels which describe the degree of meeting these needs, is to provide the framework for A DIFFERENT OUTLOOK for decision making. This is a "people outlook". It can benefit us in these ways:

1. With a "people outlook", combined with a "resource outlook", we can suggest objectives for balancing experience level needs with resource opportunities. In so doing:
  - a. we will remember to appraise clientele as to expected experience level needs;
  - b. we will look at the capability of our various lands to provide the range of experience levels;
  - c. examination of these "somethings other than wilderness" will be based upon criteria convertible to experience levels.
2. With a "people outlook", we will come to understand that the need for "Frontier" areas - like scenic areas and campgrounds - arises from people with favorable environmental backgrounds to develop skills and with a "pioneer" attitude, and WILLING TO MAKE SOME TRADE-OFFS IN ORDER TO PARTICIPATE IN THIS PARTICULAR ACTIVITY.
3. Decisions based on a "people outlook" will recognize that degrees of basic need change with the changing complexity of our society. A generation ago, for example, there was plenty of opportunity to satisfy the need for isolation. There was little reason to specially designate places for people to go and "isolate". But where is the opportunity for isolation today? Our planning must recognize that as society becomes more complex, so also will required experience levels shift in the future. The quantitative needs for experience levels 1 and 2 are greater today than 30 years ago. The needs however, as a percent of total needs, are probably less.



4. The "people outlook" will focus attention on the basic needs. This focus will place considerably more emphasis on special-interest features -- our scenic, historic and other areas. But the needs for isolation, self-fulfillment and recognition will be far from fully met in our 55 scenic, historic and other areas. How much isolation have you seen at Anna Ruby Falls, Track Rock Gap or Alexander Springs lately?

What this all lead to -- what I see and want you to see -- is that, with a "people outlook", we can see some voids in the spectrum of recreation experience levels. Conspicuously absent at present is the part of the spectrum between wilderness and developed sites. Today we have "general undeveloped country" bridging the two population elements. General undeveloped country however is NOT an element we consciously plan to provide -- IT IS SIMPLY EVERYTHING LEFT OVER AFTER ALL OTHER SITES/AREAS HAVE BEEN PLANNED AND PROVIDED.

General undeveloped country has few environmental criteria or other requirements. Experience levels 1 and 2 do have describable environmental requirements. Therefore, we should be consciously providing for them in our planning processes. THE MISSING ELEMENT MAY BE "SOMETHING OTHER THAN WILDERNESS."

#### Multiple-Use Framework

The purpose of this missing element will be to accommodate in a planned, well thought out manner -- and within the context of multiple use -- those who seek recreation experiences high on the scale.

Yes, within the context of multiple use. Let us never utter statements, even think thoughts like: "It has been decided that this area is more valuable as a wilderness, or scenic area, or frontier than for multiple use management". All National Forest lands are to be managed as "Multiple Use Lands". The designation of wilderness or special interest area is a part of the zoning process which recognized specific resource values on specific parts of the National Forest. It does not remove the lands from multiple use; it only excludes some activities.

Actually Region 8 has been in the forefront in attempting to accommodate Man's basic needs in "something other than wilderness". The route we chose in 1962 was Secretary of Agriculture Regulation U-3 to establish scenic areas "for wilderness-type recreation use". This route was picked because the network of roads in the Region limited opportunities for wilderness, and therefore the goal was "to preserve or restore wilderness values in these smaller scenic areas".

Unfortunately our efforts at the time looked too much like infringement on the Wilderness Act and we were asked to temporarily stop and evaluate. The time was not yet ripe.



Region 7 also recognized a public need and tried to meet it by a different route; a standard multiple use zone, described in the Regional Multiple Use Guide this way:

The Backwoods Zone is that portion of the National Forests which has not and should not be developed with a permanent forest development road system open to the public in motorized vehicles. It contains the lands from which a part of the recreational visitors to a National Forest are purposely excluded to enhance the quality of the visit by those who desire to walk or ride horseback and not encounter the general public traveling in motorized vehicles.

Potential Backwoods Zones were inventoried and identified in National Forest Recreation Management Plans.

The concept was good enough to convince Secretary Freeman, in a specific case, that the Forest Service indeed did more in recreation than build campgrounds and scar the slopes with ski trails...that it considered all the resources in its multiple-use management. Unfortunately, though, like General MacArthur and R-7 itself, the Backwoods Zone didn't die; it just faded away.

But the spirit is still alive, alive too in other Regions. R-9 accepted the Monongahela's "back country area" of about 50M acres. They added to the idea with a series of "roughing areas" - one per District. Then public pressure forced a "pioneer area". At present, they have set up the Dolly Sods lands of the Monongahela for study, including a search for the proper "classification".

The material you have reviews this and also reviews Region 1's positive position for "something other than wilderness".

It's not a matter of whether to have or not have "something other than wilderness". The public has made this decision and after all, we are the Forest S E R V I C E. Here is one letter, written in 1966 that represents the decision:

...I am trying to advance the concept of management of a small portion of our (National) Forest in what might best be termed "modified wilderness" management. I talked at length the other day with (the Forest Supervisor) and he objected to this term, but at least he understood what I meant and I cannot think of a better term. By this term, I mean the continuation of timber management in a portion of the Forest but with the use of temporary rather than





permanent timber access roads and the preservation of reasonably large compartments free of vehicular traffic. This would allow the trout fisherman the opportunity of walking back into the mountains to find a little remaining native trout fishing, and it would allow the hunter the opportunity of walking back into the mountains....

This letter would fit the unique lands we know: Caney Creek - Ouachita; Massanutten Peak - George Washington NF; Cohutta Mountains - Georgia.

Not only has the public made the decision; R-8 has too. Mount Rogers National Recreation Area has two "backwood zones" much more restrictive than the Frontier proposal -- no timber harvest, stream stocking or anything much more than trails to reduce people impact.

### The Proposal

Thus our only real alternatives pertain to organizing and formalizing establishment and management of these "somethings". Questions asked at the Regional Foresters and Directors Meeting can guide our thoughts:

- How far should we go in formalizing (by designation, by classification, or by planwise recognition)...such areas?
- Would such a management decision, once reached, become irreversible, and should it or shouldn't it?
- Who should approve the plan to so manage such an area?

The answers to all three of these questions will be given in our choice of alternatives:

1. Establish by authority of Regulation U-3 as special interest areas; plan and manage as Special Zones.
2. Establish Frontier zones in the Regional Multiple-Use Guide; locate, plan and manage through the District Multiple-Use Plan.
3. Establish management units; locate, plan and manage through the District Multiple-Use Plan.

Note that all three alternatives are Multiple-Use alternatives. Although the proposed manual says "Distribution of opportunities is determined in Regional and National Forest recreation plans where the estimates of needs for opportunities or all experience levels are generated" establishment is a part of the Multiple-Use planning process.





# FRONTIER ALTERNATIVES

	U-3 Special Zone	Regional M-U Guide	Management Units
Establishment	Forest Suppl. to Regional M-U Guide	District M-U Plan	District M-U Plan
Approval Authority	R.F. for Each Area	R.F. - Concept. F.S. for * Each Area	D.R. (actually) F.S. (Post approval)
Cancellation Authority	R.F. Incl. Staff Rev.	Supervisor	D.R.
MU Plans	Regional MU Guide Chapter For. Suppl. Dist. Plan	Same	For. Suppl. Dist. Plan
Special Functional Plans	Recreation (Optional)	None	None

\* Unless Regional Forester specifically retains this authority.



# SIGNIFICANT SPECIAL GUIDELINES

(PROPOSED)

	IMPROVEMENTS	MOTORIZED VEHICLES
GENERAL	<u>NO PUBLIC ROAD ACCESS</u> Aircraft, motorized equip. service rds. - OK	
RECREATION	Simple	Trail Vehicles
WILDLIFE	Habitat projects	
WATER	Impoundments Water yield projects	
TIMBER	Harvest only in limited circumstances	Temporary work roads
FORAGE	Fences, pasture culture, cabins, corrals	
MINERALS	Reshape and revegetate	Prospecting: Off R.D. only Mining: Temporary roads
LAND USES	Avoid if there is a feasible alternative	



A NAME FOR OUR "SOMETHING..."

CRITERIA: (R-9) Reflect History--Tradition--Heritage

- Identify the Kind of Resource.
- Public acceptance and understanding.
- Easy to use in I&E, in signing.

SOME ALTERNATIVES:

FRONTIER: Geo. James says: this is better. It is more symbolic; it pertains to "area" -- "country".

The dictionary says: A region, as of thought or feeling, not fully explored or developed; a region that forms the margin of settled or developed territory.

PIONEER: Geo. James says: "Pioneer" is the activist; he is the Seeker of "1970 Wilderness".

The dictionary says: a person who goes before, preparing the way for others; also an early settler; a colonist.

BACK... As an adjective, being at the back; away from the front, face or center.

BACKWOODS: Forests on the frontiers. (has Eastern connotation).

### Some Practical Factors Worth Noting

FSM 2321 says that by June 30, 1972, Regional Foresters will identify and submit a brief report on unclassified areas which seem to warrant further and more intensive study (for Wilderness). Nelson wrote (April 4, 1969) that the possibilities of designation of some kind of back country recreation areas, other than wilderness, must be carefully considered and discussed with the public before the wilderness study areas ARE SELECTED. This, of course, does not preclude the earlier selection of such areas if this seems to be the thing to do. At all times, however, it must be clear that they are not "wilderness proposals" only "study proposals".

On April 8, we received more word: The preliminary identification of these areas (FSM) is a BASE JOB done in connection with MULTIPLE-USE PLANNING. PPBS estimates include funds for area studies but these



funds will not begin until 1973. This is consistent with our policy that NEW AREA REVIEWS WILL NOT BE UNDERTAKEN UNTIL AFTER THE PRIMITIVE AREA STUDIES ARE COMPLETE.

Also, there are no recreation funds to study either wilderness or frontier areas. This is because such a study IS A BASE JOB DONE IN CONNECTION WITH MULTIPLE-USE PLANNING. O70 does help finance the MU base. 1157 hours are set up for ALL Rangers and all S.O. for ALL Recreation - MU coordination. This averages 82.6 hours per Forest! Thus, Frontiers are the responsibility of all of us assembled here today.

### In Summary

We must be "People Oriented" AS WELL AS "Resource Oriented".

Our job includes the task of identifying the truly BASIC needs of people. When we have done this, we will be able to relate these basic needs to an EXPERIENCE LEVEL SCALE.

Facilities provided and land areas designated are not the goal, the satisfaction of public need. Instead they are the input or the means by which the real public need is satisfied.

There is a void in the range of input between wildernesses and campgrounds.

R-8 tried to fill this void using Regulation U-3 as a tool; R-7 and R-9 went the multiple use planning route.

The public has told us loud and clear that they want this identified void filled.

Our decision is not rather to fill or not to fill this void. Instead, the decision is HOW to best fill it. Formal designation under Regulation U-3 using the multiple-use planning process has been suggested.

Regions still have a big opportunity to express their desires in formulating a name and management guidelines.

Practical short-term constraints will limit implementation of any decision to the manpower and financial resources already available for the multiple-use planning process.





